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ABSTRACT

Adult education in the U.S. today and its future are summarized. As it presently exists, adult education is said to be local in nature. A national adult education research project is currently being conducted to determine the performance requirements for adults in a postindustrial society. Adult education has been a strong factor in raising the expectations of the disadvantaged, and it has also been a tool in meeting some of these new expectations. Two educational concepts that grew in importance during the decade were career education and lifetime learning. Adult education is organized in many communities in connection with the elementary and secondary school system; however, in most communities employers, churches, unions, military service schools, colleges, public libraries, correspondence schools, community agencies, and a wide variety of professional, proprietary, and voluntary institutions also provide adult education. It assumes such varied forms as courses taken for credit, informal instruction, on-the-job training, correspondence study, and discussion groups or demonstrations at home, in the shop, in the field, or in the office. The college or university has provided most of the training for adult educators. Among the estimated total population of 130,314,000 persons age 17 and over, 10.1% participated in adult education, and 8.1% were full-time students. Excluding full-time students, of the 119,719,000 eligible, 11% participated in adult education. Women outnumbered men in the population, but more men participated in adult education. A common concern for effective methods aids in a predicted massive growth in adult education. (DB)

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SUMMARY OF PERSPECTIVES OF ADULT EDUCATION IN THE UNITED STATES AND A PROJECTION FOR THE FUTURE

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展 望 及 び そ の 料 束

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AND A PROJECTION FOR THE FUTURE

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U.S. DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE

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米史を要する。格の供とと邦連と人子役をハリ
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 毛翻米系は存災地府及。有民子のかく。人ニ子と一
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子の、五、何、運、道、山、と、水、山、人
 リ、ハ、ミ、解、ハ、行、資、種、一、日、信、府、ト、ナ、軟、ト、オ、軟、オ、ア、査、成
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 カ、開、カ、リ、ハ、熱、々、ハ、力、の、説、ハ、ク、力、敵、意、ハ、ミ、ハ、模、関、有、ハ、%
 ミ、ハ、ハ、ハ、情、大、又、カ、遠、ビ、ヤ、ハ、力、大、比、教、能、ハ、ミ、ハ、模、関、有、ハ、%
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 必 じ ち 的 じ ち 人 性 じ ち じ ち ち 職 じ ち ち
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 校 ち 市 生 じ ち じ ち 必 成 じ ち 性 育 じ ち 合 ち 祖 著 職 職 じ ち 卑 ル 及 じ ち

教 じ 社 じ 合 同 祖 有 じ ち じ 態
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 成 関 地 教 公 機 志 人 教 才 教 務 じ ち
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 じ 度 教 成 用 学 社 ち 成 じ 通 じ 種
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 会 育 一 地 祖 祖 又 じ 練 現 等
 社 教 有 唯 け 校 有 じ ち 不 訓 じ 育
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 じ ち 二 大 関 信 雅 一 用 じ 実
 軍 通 職 多 一 停 業 庭 じ ち
 祖 供 取 授 家 談
 祖 供 取 授 家 談

の美連新深 補政政れ口でに“所 欲合かの愛と人
 有行のとり 会行物歩つ大にや、ひが公場に証と 多大
 現備在山に 社別連のの巨うり後及ひる階政正 幾の
 不現りり 及連 府はより 制グ倚てふの選る。 二少
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 今来。 日要有育ヤ黄夫知ルに全に統正期一地ラもあて敷
 有能存。 撤るに教寄と過連へてルてのグ係。 グ会に一て
 二 二祖有てにるの。 レ、ベ、ムの題開るに二鉄校
 一 一局変一特心えとる国カレたうり向にたア同大提重
 一 式一当可系 開増会公全云有にグに会持とら“共がを私
 と様証政しを題にカ杜ら 上他様口特社密題小 険有の
 要用立行大臨同野教ふけは牙 棋カ 作に同ニり危敷料
 必作く新増欠内分の地がムハがるうは的満な 自る業有
 り互鏡政る有同の園とりう了え小権在木妙とと有職る
 補相を知有刻 社様府のグ田云負ニ有基求微の別鏡 あり

業のし一貫礎う。百ハ育カケリケウ。訓ラ生料で
 投資リケ経基グて有と成育我エウ万業グ乙無ケ
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 暖教カ。府人ノ通正万国等ガ統育エ万カエエ
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 乙成ガハ知互撲会育エ。理会ヲ有村一國通エ
 の団体一連ハ自議教ハ万初ウ社料展に一米を造
 々全自山。一又は等子ハリハ有也養者ヒ階前
 万。看エハ一回国中々一料ヒエエ。性煩ハ段歩
 毛リ習測外出全米ヒエ、勉有ヒエ。機代用万一
 料万有子例エハ。氏受教エ万難通に子他使中を
 講エ毛ヒの毛又万市等ヒ、一後毛論エの金ら供
 授リ力有府%。万の毛場ヒ欠ハ経理に万脱有提
 万。部ハ政有ヒ一育エト可増生子別々万有万過
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 社 練 レ。モ。一。從。年。継。之。子。又。ハ。操。ハ。同。者。リ。働。も。有。教
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- 11 -

其通の肉心は
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二の分野を
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SUMMARY

The history of the United States can be understood as the attempt to manipulate, change, and rework the human environment. The future history of the United States will also mean a changing human environment in which continuous learning throughout the life-span will represent an essential ingredient for personal survival, effectiveness, and human authenticity.

Adult Education in the United States is local in nature. It is not a division of a national ministry of education, administered by the central government, but a rather complex mixture of private and public, national and local organizations operating under the law of supply and demand. It is a strong force in helping the citizens of the United States govern themselves, but it is not an authoritative arm of the Federal Government. The Federal Government helps to shape national policy in adult education, not by fiat, but by leadership and some financial assistance.

This situation, which differs from the role and direction of adult education in many other nations, should be kept in mind as the reader interprets this report on one of the United States' most turbulent decades.

Mass communications is an aspect of American life difficult to describe, because it relates primarily to adult learning rather than to adult education. However, its effect on adult education must be understood.

Dissemination of information and opinion and advocacy in the United States is conducted on a vast scale. The variety of materials broadcast and printed is impossible to catalogue. Broadcasting is so pervasive that most citizens receive each day hundreds of items of information and

persuasion. There is probably less control or central direction of this activity than in any other developed nation. There is no national, government-operated broadcasting system. Freedom of the press permits widespread advocacy of minority views.

An understanding of America's communications apparatus brings one to the problem of separating information from knowledge, of differentiating between learning and being taught, and of illuminating the complicated relationship between these.

In a national survey conducted in 1971, it was estimated that 21.2 million adults (10 percent of the population) lacked reading skills at the "survival" level. A national adult education research project is currently being conducted to determine the performance requirements for adults in a post-industrial society. These requirements will be described in terms of reading, writing, computational, and coping skills.

Adult education has been a strong factor in raising the expectations of the disadvantaged, and it has also been a tool in meeting some of these new expectations. It helped create a widespread desire for self-fulfillment, a feeling that there should be more to life than producing products and consuming them, and it helped millions of citizens toward this fulfillment.

Minority groups asked for their fair share from our society. Such movements as women's liberation, a demand for day care centers for children, neighborhood control of schools were among the results. So were the "underground press" and free universities.

Two educational concepts grew stronger during the decade — career education and lifetime learning. The concept of career education is not based merely upon a need for new job skills but upon a recognition that for most of our citizens a meaningful and productive work experience is essential to self-fulfillment. While the concept of lifetime learning recognizes the immediate need of many persons to up-grade their skills it also seeks to serve the need of all to understand adult experience and thus increase our knowledge and ability to govern ourselves.

Adult education is organized in many communities in connection with the elementary and secondary school system. In a few communities, this may be the sole source of adult education, but in most, a wide variety of organizations provide adult education. These include employers, churches, unions, military service schools, colleges, public libraries, correspondence schools, community agencies, and a wide variety of professional, proprietary, and voluntary institutions. Adult education assumes such varied forms as courses taken for credit, informal instruction, on-the-job training, correspondence study, and discussion groups or demonstrations at home, in the shop, in the field, or in the office.

Most adult education programs are conceived and organized separately from educational programs organized for children, young adults, or full-time college students. However, there has been a growing trend since 1965 for the elementary and secondary school system, the community college and the university to accept greater responsibility for planning, organizing, coordinating, and staffing local adult education programs.

Federal involvement is massive, unorganized, and multi-purposed. It has grown rapidly over the past decade without having been given a conscious sense

of direction. It is the result of many different laws, administered in different ways by many different departments and agencies of the Federal Government. Yet there are some common strands which help explain what exists and which help reveal both strength and deficiencies.

One such strand is the pronounced legislative concern with disadvantaged elements in our society. In an effort to promote social mobility, Congress has enacted a broad band of extension and continuing education programs addressed to those less able to compete for economic standing and educational attainment. This legislative emphasis has been reinforced by Federal administrative policy and paralleled by changes in practice and policy on the part of many institutions of higher education.

No single agency of the Federal Government today has central responsibility for the interaction between the Federal Government and institutions of higher education, yet all major departments and agencies have a continuing relationship with colleges and universities. As a result, several agencies may be engaged at any given time in important forms of collaboration with the same educational institutions.

Constant interaction with universities is an important element in the functional responsibility of many Government agencies. Much of this interaction is closely tied to the mission of an agency; consequently, responsibility for dealing with colleges and universities cannot be conveniently assigned to some central agency of Government. What is required is not a monolithic Federal presence on the university campus but a coordinated one. Today there is no "Federal" presence, merely the presence of Federal agencies acting independently of each other.

All signs indicate that university-Federal agency interaction will continue to increase. Although this interaction has produced abrasions and mutual frustration, it has also proved mutually advantageous. Universities need Federal funds and the opportunity for scholarly involvement in Federal programs relevant to institutional purposes. In turn, colleges and universities are an invaluable resource in support of objectives sought by Federal agencies.

As adult education administrators are required to do more, they are subjected to more concerted pressures from political leaders, the courts, the public, and their own administrative hierarchies. As government programs increase in volume and scope, the administrators experience greater difficulty in relating their functions to numerous others which impinge on their particular responsibilities. When increasingly the needs of local and State governments require understanding and support from the Federal level, the existing forms of interaction evidence more sharply long-present inadequacies. And the present organization of the Federal executive branch reveals serious shortcomings resulting from the enlarged and changing demands made upon it.

The increasing number of Federal executive agencies concerned with domestic problems, particularly in the areas of education and social welfare, has brought the Federal Government closer to local communities than at any time in the past. At the national level, Federal programs appear mammoth and sprawling, but at the local level their size may take on more manageable dimensions. Control and "ownership" of these programs consequently become volatile issues, and they become exceptionally so when

these programs touch closely on basic social issues, expectations, and frustrations. The dangers of politicizing these programs at the local level are real, and what once may have been conceived as a "community" is transformed into a "constituency."

There are hundreds of private schools which provide career education for a fee, and many adults pay tuition to take courses at educational institutions in their spare time. It is estimated that learners pay a major fraction of the national bill for adult education. An exception to this general policy is the adult basic education program or the national literacy effort in which the Federal Government provides 90% of the cost. Through the Congress, the Nation has taken the position that every citizen should have access to the equivalent of a secondary education. It may be that the principle of a free public elementary and secondary education, deemed necessary to keep the United States' society viable, will be extended to the principle of life-long access to free learning to retain this viability in the increasing complexity of our society. Many of the programs and expenditure of tax monies to provide job training and other compensatory programs for the victims of discrimination will move the country closer to free education at every stage of life.

Until the last decade the field of adult education lagged behind other educational fields in the number of international exchanges of practitioners and professors, in participation in international organizations, and in international studies. Adult education may still be behind, but in the last 10 years significant strides have been made. Indeed, one important trend in adult education is its increasingly international character.

Adult education in the United States needs more trained career-oriented personnel. The shortage can be validated by present enrollment and participation figures in such programs as public school adult basic education, college and university extension, retraining programs in business and industry and in continuing education programs of professional associations and organizations. It can also be documented with evidence of the scope and nature of the problems of undereducation, poverty, rapidly changing professional job markets, increase of time for life-long learning and leisure-time activities, and the urgent necessity for our environmental understanding and conservation.

Over the past few years, national, regional, and State programs have been initiated to provide and prepare leadership and personnel for some of these adult education programs and activities. However, there remains a significant and varied number of gaps and shortages in adult education personnel.

The college or university has provide most of the training for adult educators, particularly land grant State colleges. There are approximately 75 institutions of higher education which provide master and/or doctoral level programs in adult education. In the past 2 years, 16 colleges in the Southeast have established either undergraduate or graduate programs for teachers, teacher-trainers, and managers with Federal support.

Community colleges and special institutes operated by colleges and universities have trained thousands of teachers, teacher-trainers, and administrators in adult basic education since 1964. However, most of these efforts have been designed on an emergency basis with little systematic

followup. Also, these institutes and conference have served part-time personnel in most cases. The universities in their degree-granting programs have prepared full-time personnel.

Many other government and private groups have funded and organized their own short courses and institutes of training or retraining. But again, the universities have been called upon to provide much of the training in educational techniques for the adult educator.

Rising levels of educational attainment have probably caused a number of the shifts in employment requirements. One of our major goals has been to increase educational opportunities for all groups in the population. Accordingly, the educational level of the United States has been increasing rapidly in the recent past, and this increase is likely to continue. As recently as 1952, for example, about two-fifths of the employed males who were at least 18 years old had completed 8 years of schooling or less. By 1964 this proportion has declined to slightly more than one-fourth. While the upgrading of educational achievement has been generally characteristic of the labor force, it has been especially marked for blue collar workers and farmers — the occupations which have provided the bulk of the employment for persons with less than a high school education. As a majority of the employees in these occupations come to have at least a grammar school education the individuals with lesser schooling will be at a disadvantage in obtaining employment.

With continued progress in education over the next decade, by 1975 it is likely that only about a sixth of the employed persons will have received an education amounting to 8 years of schooling or less. The proportion of the labor force with 4 years of college or more is projected

to increase, but at a somewhat less rapid pace -- from a tenth of the total in the early 1960's to a seventh in the mid-1970's. As the supply of well-educated, or better-educated persons increases in virtually all occupational fields, the greater availability of these persons to employers itself becomes an important factor in raising entrance requirements for many types of jobs.

As the occupational composition of the labor forces changes in the coming decade, the significance of career education in job preparation is likely to become even larger than at present. The relevant training for white collar and service jobs involves an emphasis on developing a broad base of cognitive, communicative, and social skills -- skills acquired through career education. Within industry, automation tends to shift employees' duties from work as operators of machines to work as monitors of complex controls adjusting flows of inputs and outputs. The requirements for these types of positions are judgment, reliability, adaptability, and discipline rather than technical expertise.

The new programs in manpower policy, the expansion of facilities in higher education, and the search for new directions in vocational education increase our society's flexibility in pursuing many goals by making it possible to assure a more adequate supply of labor in occupations required for national objectives receiving a high priority. In addition, a better educated and more skilled population would facilitate pursuit of all goals by increasing the productivity of the labor force. Consequently, the greater educational opportunity which furthers the Nation's social goals

by reducing the prevalence of illiteracy, poverty, and unemployment also encourages economic growth.

During the last few years there has also been a radical shift in the role of the Federal Government with respect to education -- from a position of non-interference and non-support to increasingly heavy involvement. With substantial Federal funds flowing into education at all levels, Federal policymakers have begun to ask penetrating questions about the relevance and productivity of the total national education effort. The concern of the Federal Government with education has been heightened by its awareness that the poorly educated are likely to be unskilled and that the unskilled encounter difficulties in getting and holding a job that will pay a living wage.

The U.S. Commissioner of Education has called for a thorough restructuring of the curriculum of secondary schools to place greater emphasis on career orientation and preparation. With respect to higher education, there is mounting evidence of public concern about the large and still growing number of college students, a high proportion of whom start their college studies only to drop out.

Among the estimated total population of 130,314,000 persons age 17 and older, 10.1 percent participated in adult education, 8.1 percent were full-time students, and 81.8 percent did not engage in any formalized education during the year ended May, 1969. Of the 119,719,000 eligible population (i.e., excluding full-time students), 11.0 percent participated in adult education.

Although women outnumbered men both in the total population age 17 and over and in the population eligible for adult education, more men participated in adult education; 12.6 percent of the eligible men took adult education, compared to 9.6 percent of the eligible women.

Blacks were 9.7 percent of the total population age 17 and over but only 7.5 percent of the total number of participants in adult education. Whites comprised 89.3 percent of the total population but represented 91.5 percent of the total participants.

More than half of all persons age 17 through 24 were students, with 40.5 percent studying full time and 10.7 percent participating in adult education.

The rate of participation in adult education dropped from 18.2 percent of the eligible population under age 35 to 7.7 percent of those age 35 and over. Except for the youngest age group, 17 through 24, nonparticipants were fairly equally distributed for all age categories.

For those under age 35, 24.1 percent of the eligible White men participated in adult education, while 10.9 percent of the eligible Black men took adult education. In comparison, 14.8 percent of the White women and 13.2 percent of the Black women participated.

Of the total participants in adult education, White men age 25 through 34 comprised the greatest percentage, 18.1; and of these, the greatest percentage, 37.7 were in job training.

The three most popular sources of adult education showed little difference in utilization by the estimated 13,150,000 participants:

public or private school, 27.7 percent; job training, 27.5 percent; and college or university part-time, 25.2 percent. Participation in the remaining instructional sources was much less: community organizations, 13.4 percent; correspondence courses, 8.0 percent; tutor or private instructor, 5.8 percent; and other adult education, 10.3 percent. (The totals add to more than 100.0 percent due to multiple participation.)

The growth of increased leisure time can be equated fairly closely with the growth of adult education activities designed to enrich the mind and spirit rather than the pocketbook. Adult education in the classroom and the lecture hall did increase as income went up and working hours went down. Many forms of self-fulfillment became increasingly available to more and more citizens in the 1930's. However, it was only in recent years with greater affluence and increased leisure that such educational activities became widespread in the United States.

Adult educators must concern themselves with the individual's quest for identity, the quest for community, the proper uses of fraternity, the assumptions which underlie problems created by bureaucratic behavior, and the re-education of persons in human relations.

The National Endowment for the Humanities created in 1966 has maintained that effective educational programs for the general public should be channeled through all institutions and agencies that have an educational mission. Thus it has made grants to television stations, newspapers, libraries, museums, as well as public schools and institutions of higher education.

The term "humanities," as defined in the National Foundation on the Arts and the Humanities Act of 1965, includes but is not limited to the study of the following: "language, both modern and classical;

linguistics; literature; history, jurisprudence; philosophy; archeology; the history, criticism, theory and practice of the arts; and those aspects of the social sciences which have humanistic content and employ humanistic methods." The Endowment is also authorized to support "the study and application of the humanities to the human environment."

As we move into the seventies, the stage is set for massive growth in adult education. To a considerable degree there seems to be a readiness to call on the services of adult educators, a readiness which stems from several decades of careful attention to developing methods appropriate and successful for adult learning. Adult educators seem eager to employ new devices and to incorporate research findings in their programs. The limitations are largely those of finance, lack of access to the products of the new technology, and lack of training in their use. The fragmentation that has plagued adult education in the United States from its inception is still present, but a common concern for effective methods constitutes one of the major forces linking the field - and one of the brightest hopes.

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